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ABSTRACT

This paper reports a study to determine national policy needs with respect to lifelong learning by focusing on state-level policy development, including the implications of federal policy: the arrangements for planning, coordination, and financing at the state level; the patterns created and the issues raised by these arrangements; and the alternatives for federal policy as it bears upon state activities. Section III (sections I and II are summary and introduction) reviews the federal programs in relation to their impact on states' programs. In reviewing state practices, section IV briefly notes patterns of learning opportunities supported by state appropriations. Section V describes effects on organizational patterns of existing arrangements at the state and federal levels for the support of adult learning opportunities. Coordination, an important consequence, is discussed in section VI, and section VII provides a brief review of possible planning functions. Section VIII attempts to delineate the state issues that arise from the activities, policies, and arrangements discussed in previous sections. Section IV describes alternatives for future federal action in the promoting of lifelong learning. Concluding remarks emphasize the need for investigation, reflection, and participation to bring about effective decision making in developing federal lifelong learning policies. (Author/YLB)

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LIFELONG LEARNING: STATE POLICIES AND STATE/FEDERAL RELATIONSHIPS, PRIORITIES, ISSUES AND ALTERNATIVES

by Richard W. Jonsen

A Background Paper Submitted to the Lifelong Learning Project of the Office of the Assistant Secretary for Education, U.S. Department of Health, Education and Welfare

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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FOREWORD

Recognition of the relevance of education throughout life is not a new phenomenon but the increasing average age of the American populace and the growing number of adults involved in formal or informal educational activities, issues falling under the general heading of lifelong learning, have progressively become matters of public concern at state and national levels. Congress incorporated in the Education Amendments of 1976 as Title IB the Lifelong Learning Act that specified among other things that "planning is necessary at national, state and local levels to assure effective use of existing resources in the light of changing characteristics and learning needs of the population" (Section 131 [6]). Since education is primarily a state responsibility, one of the critical questions becomes what the state role in lifelong learning is and should be.

In connection with the 1976 amendments, the Assistant Secretary for Education was charged with preparing a report for Congress by January 1978. As part of the background for this report the Education Commission of the States was called upon to do two things: the first was to prepare a paper on state policies and practices and their relation to federal activities in lifelong learning. This paper prepared by Dr. Richard Jonsen, then a member of the Education Commission of the States' staff, is the result. The second was to bring together a cross section of persons at the state level involved and concerned with lifelong learning issues to explore state implications of lifelong learning, including coordination of activities and planning for future state involvement. This group met in Chicago in October 1977. A list of the members of this group is included as Appendix C to this document.

Since the preparation of this paper and the Chicago meeting, lifelong learning has been identified by the Education Commission of the States through its Priorities Committee and then by the full commission as a high priority area. In addition, it has been selected by the ECS Policy Committee as a major policy issue for exploration in the coming year.

Dr. Jonsen's paper makes an important contribution to the focus of the background issues of lifelong learning on the state level and in terms of the state-federal interface. With the permission and the assistance of the Assistant Secretary of Education we are delighted to be able to make this paper available to a wider public, including state policy makers.

Richard M. Millard
Director
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I. SUMMARY

This paper was submitted to the Lifelong Learning Project of the Office of the Assistant Secretary for Education, Department of Health, Education and Welfare, as background to a study to determine national policy needs with respect to lifelong learning. The focus is state-level policy development, including the implications of federal policy, the arrangements for planning, coordination and financing of lifelong learning at the state level, the patterns created and the issues raised by these arrangements, and the alternatives for federal policy is it bears upon state activities.

It is recognized that the concept of lifelong learning lacks a generally accepted and precise definition. Attention was focused on learning opportunities for adults, provided by formal and informal needs, in public and nonpublic agencies. Not reviewed were those aspects of lifelong learning that involve formal schooling at the elementary-secondary or postsecondary level for students of traditional school and college ages except as educational opportunities may be provided for traditional college-age persons outside traditional educational institutions or methods. The focus then was on learning opportunities for adults usually (but not exclusively) seeking those opportunities as a part-time or secondary activity.

The Federal Role and State Implications. Several hundred programs affect directly or indirectly, and as a major or minor objective, the provision of learning opportunities for adults. These programs have as their purpose: (1) manpower training for critical occupations, (2) support of general educational activity, (3) support of specialized educational activity or (4) educational activity of targeted individuals or groups. In terms of dollars the largest share of this federal activity supports individuals seeking general learning opportunities. To a great extent, these programs support students of traditional college age in full-time attendance in postsecondary degree programs. The share of total dollars that use the state as a conduit is small. Because of the multiplicity and diversity of programs, there is not a coherent or comprehensive federal policy with respect to lifelong learning, nor genuine coordination among the programs that affect lifelong learning. In general, however, because of the dollar magnitude of the programs that support individuals, as well as the patterns involved in many other programs, there is a heavy emphasis in the total federal activity upon learning accomplished in formal postsecondary settings, usually colleges and universities. On the other hand, the dollars that support adult learning in a formal and specific way are proportionately small.

State Funding Policies and Lifelong Learning. In publicly supported institutions, most, though not all, noncredit activities are self supporting. This is less true where there is federal support and where the activity is clearly vocational as opposed to recreational. In some states, off-campus activities, whether for credit or not, must be self supporting. There is no uniformity in this practices, however, and they vary from state to state and among institutional systems. In the private sector, most programs for adults are self supporting, again excepting those that are externally supported. State policy has emphasized supporting institutions rather than individuals, and student aid programs concentrate upon full-time college students, although a good many states are reviewing such policies.

Resulting Patterns of Organization, Coordination and Planning. There are a number of consequences of these arrangements for lifelong learning, or for the provision of learning opportunities for adults, at the state and federal levels. First, institutionally those activities are peripheral except where they are the sole function of the organization. Second, pricing and subsidy policies depend more upon the kind of institution and the state in which it operates than upon the nature of the activity or the participants' ability to pay. Third, the total "system" of learning opportunities for adults is a complex, relatively open market, characterized by a great diversity of providers and a range of pricing policies. Fourth, within this market, there is little coordination at the federal and state levels, though there is some at the local level in a few communities. Fifth, there is a resulting need for coordination, especially at state and local levels. Sixth, coordination or ad hoc planning could enhance the effectiveness of planning and consumer information. Through such information it would be possible to identify unmet needs, redundant resources and opportunities for complementary activity. Seventh, existing structures are hampered in their ability to perform these functions by inadequate funds and insufficiently wide participation of

relevant provider and participant interests.

Statewide Issues. The existing arrangements for provision of learning opportunities for adults generate a number of issues:

1. Is a comprehensive lifelong learning policy feasible or desirable?
2. Can planning activity be made more consumer oriented?
3. What impact do state requirements for professional licensure and relicensure have on lifelong learning activity?
4. How can state-federal relationships be strengthened?
5. Can providers of adult learning opportunities outside of formal education, especially outside of the public education system, be incorporated into planning and coordination of lifelong learning?
6. How can the open-market character of adult learning be preserved as and when governmental activity in this area increases?
7. How can adult learners with critical unmet needs best be identified and served?
8. How can governmental policies be developed that avoid the unnecessary governmental assumption of cost burdens now privately borne?
9. What is the relationship between lifelong learning policies and other broad social policies?
10. Can there be too much adult learning activity?
11. What is the governmental interest in the maintenance or improvement of quality in the provision of learning opportunities for adults?

Federal Alternatives. The paper concludes with a discussion of some possible alternatives for federal action relating to the provision of learning opportunities for adults. These alternatives fall into three broad areas of action—coordination, programmatic support and research.

1. *Coordination.* Federal policy could facilitate and encourage the coordination of learning opportunities for adults by more systematic coordination of programs at the federal level and by extending support to states for statewide and, perhaps more valuably, local coordinating activities.
2. *Programmatic support.* Federal programs could encourage and support lifelong learning through subsidies to individuals, subsidies for specific activities or general subsidies to institutions. Support to individuals could be achieved through a broad entitlement program or, in a more targeted way based upon need or other considerations, through expansion of programs such as Basic Educational Opportunity Grants (BEOG) or State Student Incentive Grants (SSIG) so that they might become more responsive to the requirements of part-time adult learners and accommodate a wider range of providers of learning opportunities than is now the case. It seems likely that programmatic support for manpower training, targeted to specific fields, will continue to be common federal policy. Categorical support might also be given for the development of experimental or exemplary programs and for the training of adult educators.
3. *Research.* In view of the growing importance of lifelong learning as a movement, increased research is urgently needed in the areas of the learning needs of adults, the relationships among learning, work and leisure, the nature of adult learning activity and other topics.

Because of the profound changes in educational activity lifelong learning policy might imply, the development of federal policy should be cautious, deliberate and reflective and because of the critical role of the states, the full participation of state-level decision makers is essential.

II. INTRODUCTION

In recent years, the number of adults involved in formal or informal learning activities and the total magnitude of these activities have grown rapidly. Governmental agencies have begun to look at these activities in an effort to describe and analyze them and to develop new policies to support planning, coordination and facilitation of lifelong learning. The Lifelong Learning Act of the Education Amendments of 1976 authorized the Assistant Secretary for Education to assist federal and state agencies in their planning activities with respect to lifelong learning, as well as to review and research lifelong learning in terms of its participants, providers, means of financing, unmet needs and planning and coordination.

This paper is designed to support the investigations of the Assistant Secretary and to examine state policies and practices and their relationship to federal activities with respect to lifelong learning. The focus is on "learning opportunities for adults" as a somewhat clearer concept than lifelong learning. By learning opportunities for adults, we mean those opportunities provided by educational institutions or other agencies, in both the public and private sector, through formal or informal means by which adults seek to enhance their store of learning. These opportunities may have a variety of purposes, including job improvement or improvement of job-related skills, general knowledge, personal growth, social skills and family or household competence. The report is generally not concerned with the formal educational experience of traditional college-age students, although "learning opportunities for adults" not so limited would include all postsecondary education. In a sense, this discussion concerns governmental policies for learning opportunities provided for adults (persons beyond traditional college-going age) *or* provided for college-age students through nontraditional means.

As these practices are affected by federal programs, Section III reviews the federal programs in relation to their impact on the states. In reviewing state practices, Section IV briefly notes the patterns of learning opportunities for adults supported in whole or in part by state appropriations to schools, colleges and universities or individuals.

Section V describes some effects on organizational patterns of existing arrangements at the state and federal levels for the support of adult learning opportunities. One important organizational consequence is the coordination that occurs, or does not occur, as a result of the pattern of activities engendered by state and federal policies. Coordination is discussed in Section VI and Section VII provides a brief review of possible planning functions.

Section VIII attempts to delineate the state issues with respect to lifelong learning that arise from the activities, policies and arrangements discussed in previous sections. Section IX describes alternatives for future federal action in the promotion of lifelong learning—support of institutions, programs or individuals, the facilitation of coordination at the federal, state and local level, and the provision of more effective support structures for lifelong learning through the financing of research, experimentation and information.

The concluding remarks emphasize the need for sustained investigation and reflection, as well as widespread participation in order to bring about effective decision making in developing federal lifelong learning policies.

III. THE FEDERAL ROLE AND STATE IMPLICATIONS

A recent investigation identified over 200 federal programs that in some way support learning opportunities for adults. The aggregate allocation for the portion of these programs that appears to have specific implications for lifelong learning is nearly $14 billion. It is not possible to distinguish the portion that specifically supports learning opportunities for adults. This should be borne in mind during the subsequent discussion. Frequently a total figure will represent support dollars available for learning activities, only part of which involve adults. Nevertheless, because of the magnitude of this contribution, it is important to understand the purposes and practices of these programs in order to better comprehend the impact on state policies with respect to lifelong learning.[1]

The federal programs are characterized by diversity in their administering agencies, in their objectives, in their method of distribution to the ultimate beneficiaries and in the extent to which they fully subsidize, or require matching funds for, the activities they stimulate. The programs are administered not only by the U.S. Department of Health, Education and Welfare, but by all cabinet-level federal departments and several subcabinet agencies and federal foundations. Their purposes fall into several broad categories: (1) those that directly support manpower training for critical occupations, (2) those that provide support for general educational functions, (3) those that support specialized educational functions such as the provision of information deemed to be in the national interest and (4) those that support the educational activities of specific groups of individuals.

Manpower training programs represent the largest *number* of federal programs supporting learning opportunities for adults. These account for about one-fifth of the total federal dollars involved. Of about $2 6 billion supporting manpower training, most is channeled either through institutions (about $.7 billion), individuals ($.45 billion), the direct training activities of federal agencies ($.4 billion), state agencies ($.256 billion) or a combination of institutions and individuals ($.279 billion).

States are the recipients of several large programs for manpower development, including rehabilitation services (which have a 80/20 federal/state matching requirement) and public assistance training grants, and are eligible recipients in a number of others. One consequence of this complex pattern of activities supporting manpower training is that a good deal of the total of these allocations goes directly to postsecondary institutions or to individuals attending them in pursuit of undergraduate or graduate degrees.

Of federal dollars that in any way support learning opportunities for adults (as their sole or partial function), the largest share of dollars (approximately 75 percent) supports the acquisition of general educational opportunities. These programs dominate the federal support of learning opportunities for adults primarily because about half of the nearly $10 billion they represent is made up of veterans' educational benefits ($5 billion), and another 20 percent are the federal Basic Educational Opportunity Grants (BEOG) and extended social security benefits to 18-to-21-year-old dependents enrolled in school. In fact, about 80 percent of all these programs are allocated in direct payments to individuals for support of educational activities, and a good share of the other programs are institutional programs for student financial aid (Supplementary Educational Opportunity Grants, work-study and loan programs). Only a fraction of these programs support adult learning opportunity, as opposed to learning opportunities for full-time college-age students. The major exceptions are the federal dollars provided the states for the training aspects of the Work Incentives Program ($49 million) and the Comprehensive Employment and Training Act ($253 million). Programs for general acquisition of education tend to focus on postsecondary education activities leading to associate, baccalaureate or graduate degrees, except for the manpower training programs, which subsidize a wide range of educational opportunities.

Programs supporting special-purpose education total about $545 million, or about 4 percent of the federal appropriations affecting lifelong learning. About 70 percent of these dollars is represented by cooperative extension, which goes directly to land-grant universities, the adult component of vocational education basic grants to the states, which is administered by the state agencies for vocational education, and

[1] Pamela C. Christoffel, *Current Federal Programs for Lifelong Learning* (draft manuscript) (Washington, D.C., College Entrance Examination Board, 1977). Office of Management and Budget, *Catalog of Federal Domestic Assistance* (Executive Office of the President, 1973 and 1977). Interviews with state and federal officials (see Appendix B for list).

adult education grants to state agencies. These programs, which require equal matching state dollars, are typically over-matched by state appropriations (by six to seven times in the case of vocational education). The latter two programs are important because they establish patterns of coordination at the state level in which there is direct participation by a segment of agencies and institutions concerned with the provision of learning opportunities for adults. Appendix A gives additional illustrations of federal programs with implications for lifelong learning.

A. The Issues

There is no comprehensive or fully integrated federal policy on lifelong learning. Scores of programs support or have an impact on the provision of adult learning opportunities, authorized by a variety of federal acts and administered by dozens of different federal agencies. The programs have a variety of purposes, recipients and patterns of funding distribution. There is little coordination among them at the federal level, and thus little incentive for state-level coordination. Rather than a coordinated policy, there is a hodgepodge of legislative and administrative actions showing some observable patterns.

One pattern is the dominance of programs of individual support because of the large amounts involved in Veterans Administration educational benefits and the postsecondary education financial aid programs. A second is the heavy emphasis upon activities taking place in postsecondary institutions. The financial aid programs support this tendency and many of the manpower training programs for specific professional areas (e.g., health-related fields) reinforce it. Well over half of the federal outlays supporting the provision of adult learning opportunities supports postsecondary institutions or their students. A third pattern is that the support for generalized learning activities of adults—as distinct from specialized manpower training or specialized educational activities for adults, and as distinct from general learning opportunities for college-age persons—is quite small.

The fourth pattern, the extent of research or developmental efforts including pilot and experimental programs, is also limited. A few programs provide, among other things, funds for research on adult learning, such as the National Institute for Education. Other programs provide small amounts of venture funding, such as the Fund for the Improvement of Postsecondary Education and the Community Service and Continuing Education Program. The development of a comprehensive federal policy in this area appears to be built upon an extremely narrow basis of research knowledge and identification of exemplary practice. The fifth pattern is that the states are the conduit of federal dollars in a *minority* of programs and dollars. Where they are the conduit, the formula funding involved is frequently accompanied by requirement for the submission of state plans that potentially facilitate the integration of these programs both vertically among levels of government and horizontally among relevant agencies.

There are some general observations regarding federal policies with respect to learning opportunities for adults:

1. The provision of adult learning opportunities appears to be something for which the federal government has been willing, perhaps by default, to bear some responsibility. It is unclear whether the magnitude of that responsibility is as great as the share of the burden carried by the federal government for elementary-secondary and postsecondary education.
2. Federal activity has developed in response to various problems, primarily those of critical manpower needs and problems of disadvantaged populations. The emphasis in most cases has been on preparation of practitioners in specific fields (medical, social services, rehabilitation services, geriatrics) or on the development of marketable skills in disadvantaged populations (the handicapped, the poor, welfare recipients, the unemployed).
3. In spite of federal initiatives, education is traditionally and constitutionally a state responsibility. This locus of responsibility is more specific (and frequently articulated in state constitutions) in the case of elementary-secondary and postsecondary education than it is for education for adults.

This is not to say that federal policy is lacking for education functions generally. The development of policies on postsecondary education argues to the contrary. The debate about whether to increase federal support of higher education through support to individuals or support to institutions was settled in favor of the former with the Education Amendments of 1972 and reinforced by the Education Amendments of 1976. The current balance of federal funding for postsecondary education favors individual support programs (such as the BEOG) by ratio of about nine to one. The implications of this somewhat stable policy for the

states are that policies and plans that take cognizance of federal action can be projected somewhat into the future. Moreover, because of the magnitude of the federal contribution, it is critically important to integrate the policies made at these two levels.

B. What Are the State-Level Implications of Federal Lifelong Learning Practices?

It is hard to assess the true magnitude of either state or federal support for the provision of learning opportunities for adults. Both appear to be considerably less than the commitment to formal postsecondary education. Nevertheless, federal policies for the provision of learning opportunities for adults appear to have a greater influence on state policies when executed through appropriations to states. Most formula-funded programs require matching contributions at the state level, and most are prescriptive with respect to operating requirements.

In addition, the number, variety and diversity of federal programs militate against coordination of the resulting activity at the state level. Because federal programs rest upon their own legislative base, they tend to generate cognizant agencies at the state level, with the two levels being more responsive to one another (vertical coordination) than to related programs at the same operating level (horizontal coordination). Efforts to remedy this isolation at the federal level have not been successful and the success of efforts to induce state-level coordination has varied greatly from program to program. Because of this, federal activity has not only acted as a barrier to state-level coordination, but has also contributed to the fragmentation rather than the integration of state activities by requiring or urging the creation of multiple agencies and authorities.

Long-range planning becomes difficult with a multiplicity of legislative authorizations subject not only to periodic legislative review but also to annual appropriations. Perhaps most important, the lack of a federal policy with respect to learning opportunities for adults makes the creation of state-level policy difficult.

IV. STATE FUNDING POLICIES AND LIFELONG LEARNING

State financial practices with respect to education favor institutional subsidies. For example, the state appropriations for higher education totaled $15.267 billion for 1977-78.[2] For the same year, need-based state student aid programs totaled $1.190 billion in state dollars, including $60 million in the federal State Student Incentive Grant Program.[3] Thus, about 8 percent of the state dollars subsidize individuals instead of institutions, almost the reverse of the relationship between subsidies to individuals and institutions for postsecondary education at the federal level, where about 77 percent is spent on student assistance.

Although considerable attention has been given over the past few years by the states to the question of learning opportunities for adults, a comprehensive lifelong learning policy has not emerged. Studies have resulted in the development of new services such as information centers for adult learners, new degree programs and independent study programs, new student aid and programmatic policies for part-time adult learners. However, no state has developed a comprehensive policy on the provision of learning opportunity for adults that includes new institutional structures, new patterns of institutional support, new student aid policies, new academic services, new academic policies—in admissions and transfer for example—and new and more comprehensive forms of coordination with respect to lifelong learning. In other words, no state has developed an integrated set of policies that regards the provision of learning opportunities for adults as an imperative state need and that encourages adult learning as the cornerstone of such a policy.

Thus, as is the case with federal policy, there is a need to observe how individual state financial programs accommodate and support adult learners in order to infer from this the states' goals for lifelong learning.

A. State Practices in the Provision of Lifelong Learning Opportunities

There is no single practice that can be generalized across all states and all institutions. What is needed is a look at various kinds of public institutions that provide learning opportunities for adults on which to base a discussion of the predominant practices.[4]

1. *The Schools (Public Elementary-Secondary Education)*

A conclusion made by Thomas and Griffith in a 1970 study of adult and continuing education probably is still valid:

> In actual practice . . . there are great interstate differences in the amount and manner of state participation in adult education activities. Several states have "foundation programs" of support for adult education activities. On the other hand, a large number of states have minimal involvement in the education of adults. Where the state does support adult and continuing education, its support may be directed toward one of several agencies. In particular, some states stress the role of the public school system, while others place emphasis on the "junior colleges." (p. 71)
>
> . . . The responsibility that states assume for the financing of adult and continuing education varies considerably across the United States. There are a number of states in which state responsibility is limited to the administration of federal programs, including those in the area of vocational education and adult basic education. In other states, there are state fiscal procedures by which costs are shared between the state and local districts. (p. 81)[5]

This view was substantiated by a study revealing that of a $18,319,200 total of state grants to school districts for basic programs and specific categorical programs in 1971-72, only $9.8 million (.05 percent) was specifically designated for adult and continuing education.[6] The exception to this is, of course, the state matching funds (on 90/10 basis) of federal dollars for adult

[2] "State Appropriations up 24 Percent in Two Years," *Chronicle of Higher Education* October 25, 1976.

[3] Joseph D. Boyd, *National Association of State Scholarship and Grant Programs 8th Annual Survey* (Evanston, Ill.: Illinois State Scholarship Commission, 1977).

[4] Information in this section is taken from sources cited, as well as from interviews with state-level officers (listed in the Appendix B).

[5] J. Alan Thomas and William S. Griffith, *Adult and Continuing Education Special Study No. 5 of the National Education Finance Project* (Chicago, Ill.: University of Chicago, 1970).

[6] Thomas F. Johns, *Public School Finance Programs, 1971-72* (Washington, D.C.: Office of Education, 1972).

basic education programs, which target adult literacy at the eighth grade level as a first priority and high school level achievement as a second priority.

2. *Postsecondary Institutions*

At the postsecondary education level, state government subsidies are determined by a number of factors, such as credit or noncredit courses (with a range of policies pertaining to noncredit activities), on-campus or off-campus students and activities and availability of external support. The way that such factors can offset tuition policies is illustrated in the following table from an Oregon study of adult/continuing education, showing the tuitions and subsidies in state educational institutions:

TUITIONS AND SUBSIDIES IN STATE EDUCATIONAL SYSTEMS—OREGON, 1976

Educational Institution	*State Contribution Per FTE*[b]	*Charges to Students*[a] *(Credit Hour or Course)*
Community Schools	$ 0	$ 0 - 10
Community Colleges		
(Reimbursable)	670 or 835	8 - 13
(Nonreimbursable)	0	8 - 13
Division of Continuing Education (Credit or Noncredit)	0	21 (undergraduate) 33 (graduate)
State Colleges/Universities (On-Campus)	1,250-1,700	13 (undergraduate)
State Colleges/Universities (On-Campus)	2,860	29 (graduate)
State Colleges/Universities (Off-Campus)	0	(generally unavailable)
Cooperative Extension Service	22.50 per participant[c]	

a Exclusive of required incidental and health fees.

b Calculated on basis of 15 hours per full-time equivalent.

c State legislative appropriation of $9,001,309 for 1975-77 is to serve an estimated 400,000 participants.

Source: Oregon Educational Coordinating Commission, *Adult/Continuing Education in Oregon* (Salem, Ore., 1976).

a. Community Colleges. At the community college level, the funding pattern tends to break down along credit-noncredit lines. Roed[7] surveyed community colleges in 23 states, with 18 states responding, and found that over half (11 out of 18) do not support community service noncredit courses. At least three distinguished between hobby and recreational courses, which are not funded, and general education and adult self-improvement courses, which are funded. Roed noted that such policies may lead to shifting activities from noncredit to credit courses, the emphasis being upon development of course activities around funding sources.

Several aspects of adult education in the community colleges should be emphasized. First, in some states the community colleges are given operational responsibility for adult basic education as well as for the postsecondary portion of federal vocational education funds, which may be used for the vocational education of adults. Second, although noncredit work in community colleges is typically not subsidized, the broad scope of the community college mission may make the distinction between credit and noncredit less sharp than it is at the four-year level.

In community colleges the scope of what is considered credit, and thus to be subsidized, is broad. That this is so is substantiated by the fact that some states note that their community colleges give little or no noncredit work. Third, since community colleges are organized along geographic lines, it is frequently the case that there is no distinction between off-campus and on-campus work. Any institutional activity for credit that takes place within the district is reimbursable by the state.

Finally, community college tuition charges, for either credit or noncredit work, are typically lower than any other public institution except public schools. Community college institutional costs are typically lower, and also state and local subsidies of those costs are frequently higher (as a proportion of the total cost of operation) than for other institutions, permitting lower student fees. Community colleges appear to be the second most heavily used provider of adult learning opportunities, as indicated in the following table taken from U.S. Bureau of the Census triennial survey data. The magnitude of community college use for adult learning opportunities is both explained and substantiated by low student fees, flexibility and breadth of subsidized noncredit activity.

PERCENTAGE OF LEARNERS PARTICIPATING IN LEARNING ACTIVITIES PROVIDED BY VARIOUS SPONSORS

	1969	*1972*	*1975*
Public grade school or high school	15.1%	14.0%	11.0%
Two-year college or vocational-technical institutions	11.9	16.3	17.7
Private trade or business school	11.5	8.9	3.7
Four-year college or university	21.7	21.4	19.1
Employer	17.4	16.6	15.3

[7] William Roed, *State Funding of Community College Community Services Noncredit Offerings: Current Patterns and Problems* (Tucson, Ariz.: SD 133 008, 1976).

Percentage of Learners Participating in Learning Activities Provided by Various Sponsors (continued)

	1969	1972	1975
Community organization	11.9	12.7	10.5
Labor organization or professional associations		5.5	6.1
Private tutor		6.0	6.9
Government agency			8.0
Hospital	3	4	
Correspondence school			3.6
Other	19.3	9.4	19.3
Not reported	4	6	4

Source: Bureau of the Census, *Survey of Adult Education: Current Population Survey, May 1975* (preliminary data) (Washington, D.C.: U.S. Department of Commerce, 1977).

b. Four-Year Colleges and Universities. In most states, noncredit instructional activity is self supporting—that is, not state-funded. One partial exception to this is that frequently, though not always, the administrative activity connected with adult and continuing education—and thus the organization and development of noncredit activities—is partially or fully state-supported. For example, in Idaho, the level of state support is 75 percent. In some states, as in California, even the administrative costs of continuing education are not state subsidized. The second partial exception is where the activity is supported by outside funds, particularly federal funds. The best example of this is cooperative extension, operated through land-grant institutions, funded by federal, state and county appropriations and in the great majority of its activities free to the participants.

The organizational structure of noncredit work in four-year institutions involves either campus-based offices or, in some states, statewide offices of continuing education and extension (Wisconsin and Oregon). Decentralized, campus-based activity is the norm. The continuing education units may organize some credit activities, but often these are not fully subsidized. State funding may or may not fund such activity or fund it at a partial level. In California, the University of California's extension credit is transferable to university degree programs up to a certain number of units, but still is not state subsidized. In other states, such as Louisiana, credit generated off the campus is fully subsidized. In some cases, the level of support is determined by the status of faculty involved—whether resident or adjunct, for example. Off-campus tuition charges also differ frequently from on-campus charges when there is a different subsidy basis, but even then equally subsidized off-campus credit work may be priced either lower (reflecting an assumption of lower cost) or higher (a "privilege fee") than on-campus work.

There have been recommendations to rationalize these funding and pricing patterns. Minnesota is considering a recommendation that all credit activity be equally subsidized and all noncredit activity receive comparable subsidy for substantially equivalent activity. In Nebraska the proposal is to divide instructional activity into credit (highest subsidy, most quality control), vocational-occupational (local support and matching), continuing education units (frequently organizationally sponsored) and noncredit (completely self supporting). In Ohio the proposed distinction is based upon categories of skill improvement, recreation and self improvement.

A Wisconsin proposal would distinguish by occupational level, making professional continuing education 75 percent self supporting, occupational 50 percent and continuing education in which the state is the primary beneficiary 25 percent. The Wisconsin report proposes the application of three fee-setting criteria to determine course fees—benefits in relation to purposes, costs and clientele ability to pay.[8] Though a number of states have attempted to make such distinctions with respect to noncredit activities, noncredit activity in four-year level institutions appears as a rule not to be state supported.

At the present time, the tuition charges resulting from this crazy quilt of subsidy policies vary greatly. The discrimination against students based upon higher rates for part-time than for full-time students appears to be diminishing. Historically, this discrimination may be based upon the desire to discourage part-time attendance (obviously no longer sensible for most institutions), as well as a belief, probably correct, that the service load may be nearly as great for a part-time student, especially on a commuter campus, as for a full-time student. This belief is now being translated into funding formula changes in some states, with a consequent opportunity to adjust tuition differentials.

c. Continuing Education Agencies. Typically, the general extension and continuing education unit, which may be either a campus or statewide function, is the one line item of the state budget devoted to the provision of learning opportunities for adults. In a few states, such as Wisconsin, the general extension function is still associated with the cooperative (agricultural) extension function, but this is not dominant. Co-

[8] The University of Wisconsin System, *Mandated Study No. 4: Continuing Education Fees* (Madison, Wis.: University of Wisconsin, 1975).

operative extension, federally supported and administered by the land-grant institution in each state, is a model of specific programmatic activity devoted to adults for various kinds of learning needs. The federal appropriation, currently about $200 million, is typically matched equally by state and county funds. Cooperative extension activities are noncredit by statute and mostly tuition free, though there has been a recent move to charge for certain services such as publications on a direct cost basis.

Whether organized on a statewide or campus basis, continuing education and extension appear to have as typical features self support for noncredit instructional activities, at least partial self support for credit instructional activities, the award of credit through campus academic departments and frequently full or partial support for administration of continuing education and extension (with exceptions, such as California). Through continuing education and extension units, but sometimes independently of them, has come the development of extended degree programs. As experimental or innovative programs, these are frequently exceptions to the self supporting norm. While highly visible, nationally the programs represent a very small proportion of total adult education activity, or of degree-granting activity, for that matter. There has been discussion of providing state support for continuing education units (CEU's), but only Georgia has adopted such a policy.

3. *Subsidies to Individuals*

The most prominent form of state subsidy to individuals for learning opportunities is state student aid programs. These programs currently provide over $1 billion to subsidize the full-time education of college-age youth in collegiate institutions, though several states now permit the use of funds in proprietary institutions. Increasingly, states are allowing student aid funds for part-time students. The following states provided such support in 1976-77:

State	Half-time Students	Less than Half-time Students
California	X	
Colorado	X	X
Connecticut	X	X
Idaho	X	
Illinois	X	
Nebraska	X	
Tennessee	X	X
Wisconsin	X	X
Wyoming	X	

Source: Joseph D. Boyd, *National Association of State Scholarship and Grant Programs 7th Annual Survey* (Evanston, Ill.: Illinois State Scholarship Commission, 1976).

Part-time student subsidies are now being considered in a number of other states. There are barriers, however, to effective use of such funds for the benefit of part-time adult students. These include informational barriers, since the information networks for state financial aid depend heavily upon high schools and colleges and may be ineffective in reaching the part-time adult clientele. There are also administrative barriers. For example, the procedures for determining financial need are less appropriate for determining the relative need of part-time adult learners than for full-time dependent college-age students. Further, the schedules for application, based upon the typical cycles for full-time students, may also be inappropriate. These barriers and other factors have resulted in a low utilization of state student aid programs by part-time adult students. Unless the barriers are removed, state student aid programs cannot be expected to serve as effective instruments for widening the educational opportunities available to potential adult learners for whom costs are an important consideration.

State student aid programs are the primary vehicle for subsidizing individuals directly, but not the only one. Many of the programs noted earlier in the discussion of the federal role provide subsidies to individuals, primarily from the federal government directly (such as BEOG and veterans assistance), but also through the agency of the institution (Supplemental Educational Opportunity Grants, work-study programs and money grants for health-related manpower development). Some large programs, such as Rehabilitation Services, that enable individuals to purchase educational services are administered by the states.

4. *The Private Sector*

The foregoing discussion has been concerned with governmentally provided or subsidized learning opportunities for adults. Census data, as well as data from other national and state-level studies, emphasize the great importance of adult learning opportunities outside the formal public educational sector. The census figures reported earlier show that in 1975, of 17,059,000 adults participating in adult education, 56,000 or .3 percent were in private grade or high schools; 196,000 or 1.2 percent were in private two-year colleges or technical-vocational institutes; 628,000 or 3.7 percent were in private vocational, trade or business schools; 904,000 or 5.3 percent were in private four-year colleges or universities; 2,605,000 or 15.3 percent were in employer programs; 1,784,000 or 10.5 percent

were in community organization programs; 1,035,000 or 6.1 percent were in labor organization or professional association programs; 1,184,000 or 6.9 percent were in tutor or private instructions; and 606,000 or 3.6 percent were in correspondence schools. Thus over half of those reporting a specific provider category were participating in adult educational opportunities provided by nonpublic agencies. These percentages are based upon the total number of participants in the census study, which observers agree underestimates the total number of adult learners involved in formal or informal educational activities.

There are no estimates of the dollar magnitude of these activities nor of the extent to which each tends to be agency subsidized, self supporting or both. The table below approximates the existing arrangements:

Possible Patterns of Subsidy of Adult Learning Activities Conducted in Private Institutions and Agencies

Agency subsidized	*Partly subsidized and partly self supporting*	*Self supporting*
Employers	Professional organization	Private four-year colleges and universities
Labor organization and professional associations	Community organization	Private trade and vocational schools
	Employers	Private tutors

It is not adequate to say that private sector adult learning activities tend to be self supporting. Much more needs to be known about the patterns of funding involved.

5. *Pricing and Funding Policies: Comments*

The pricing and funding practices that result from the activities described above are neither easily categorized nor uniform within categories.

- Most but not all noncredit activities are self supporting.
- The self supporting aspect of noncredit activities is affected by external governmental support.
- Tuitions vary between on- and off-campus, credit and noncredit activities and within these categories.
- Since state subsidy policies vary, the resulting charge to the participant will be as dependent upon location or time of offering as upon the nature of the activity.
- The availability of subsidies to individuals for adult learning activities will depend upon the type of activity (e.g., some manpower training areas enjoy federal subsidy), economic and employment status, state of residence, employer or union membership, etc.

The major questions raised by this complicated situation are:

a. Should state policies affecting the subsidy of credit activities by state postsecondary institutions make distinctions based upon attendance status (part- or full-time), time of day (day or evening), location (on- or off-campus) or status of instruction (full-time or adjunct, load or overload)?

b. Should subsidies to individuals be limited to full-time attendance of college-age individuals?

c. Should subsidies to individuals be limited to use at collegiate or postsecondary institutions?

d. Should subsidies to individuals displace subsidies by private organizations, such as corporations, unions or professional organizations?

e. Should noncredit activities receive any state subsidy, or should distinction be made among kinds of activity?

f. Should continuing education units (CEU's) be subsidized?

V. EFFECTS ON ORGANIZATIONAL PATTERNS

The foregoing discussion suggests several patterns inherent in the organizing and financing of learning opportunities for adults. In both public and nonpublic organizations that provide learning opportunities for adults, adult education is typically a peripheral activity, except, of course, in those organizations where it is the sole activity. In public institutions the provision of adult learning opportunities has not typically shared in the core institutional budget, and in nonpublic institutions the provision of learning opportunities for adults has not been perceived as essential to the institutional mission. This may be changing because the adult clientele is now seen as a source of income to nonpublic institutions and should be seen as integral to the mission of all educational institutions.

Urban and rural areas have not been equally well served. Except for rural areas where colleges are located and where outreach is now seen as a growth function, and with the important exception of cooperative extension programs primarily in agriculture and homemaking, the greatest concentration of adult learning providers is in urban metropolitan areas. In these areas the concentration of population insures an adequate clientele for highly specialized providers and learning opportunities, which in turn adds greatly to the richness of the adult learning system. As a result, however, rural areas are underserved with respect to adult learning opportunities.

There is a great difference, especially in price to the participant, between subsidized and nonsubsidized activities. Since subsidization is based more on structure and organizational considerations (type of institution, state policies) than upon the activity or type of clientele served, there is no logic that relates price either to the clients' ability to pay or to the social significance of the activity.

Essentially, what is created by these patterns is a very open market, not a free market, because of the highly subsidized nature of certain activities. George Nolfi has described this system as follows:

> Comprehensive empirical data clearly reveal that adult learning opportunities exist in a "marketplace," the characteristics of which are significantly different from the traditional education sector. Indeed, it is appropriate to have the adult learning universe of activity called a third major "system" of education. The elementary/secondary education system, the postsecondary system and the adult learning universe are markedly different from each other, each requiring a unique and tailored set of public policies. The differences in terms of natures of providers, ability of clientele to make decisions for themselves, how the systems are generally financed, the relationship between consumer and provider, the use of faculty and the criteria for determining curriculum, and many other variables are different in the three above "systems."[9]

Related to this, the lifelong learning marketplace is an extremely competitive one in which traditional institutions serving college-age youth will become increasingly involved as they face enrollment declines in the traditional age group. High school graduates will peak in 1977-78, then decline as follows:

1977-78	3,143,000
1979-80	3,080,000
1981-82	2,941,000
1983-84	2,727,000
1985-86	2,681,000

The projected decline from 1977-78 to 1985-86 is 15 percent.[10]

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[9] Richard W. Jonsen and George J. Nolfi, "Lifelong Learning—A New Perspective on Education, *COMPACT*, vol. XI, no. 4 (Denver, Colo.: Education Commission of the States, Autumn 1977, p. 24).

[10] "Fact File: 20-Year Trends in Higher Education," *Chronicle of Higher Education*, vol. 15, no. 3, September 19, 1977.

VI. COORDINATION

What patterns of coordination result from adult learning activity with its marketplace character, its multiple funding sources, its varied pricing patterns, its varied patterns of subsidy and fee support within specific activities and its combination of public and private, educational and noneducational providers? The answer that it is only loosely coordinated should not be surprising.

At the federal level, in spite of efforts to bring together the various agencies concerned with the provision of, or support for, adult learning activities, the results have been both sporadic and weak. Because federal activity is based upon individual legislative acts, each participating agency has its own legislative base, its own mandate and its own set of regulations. At the state-federal level, most programs involving submission of state plans also have a coordination requirement. Coordination varies from pro forma "sign off" to authentic attempts at the development of cooperative service arrangements. However, many disparate federal programs come together at the state agency level, so that adult basic education, vocational education, rehabilitation services and employment training may in fact be administered by the state department of education. While this does not guarantee coordination, it may facilitate it.

At the state level, the only agency with a coordinating mandate and structured to include the participation of many of the providers of adult learning opportunities is the statewide coordinating board for postsecondary education (in some states the 1202 commission). Two problems with respect to the breadth of their participation are that the formal requirements for cooperation between elementary-secondary and postsecondary agencies exist in only a few states, and that the participation in 1202 commissions is required to be "broadly and equitably representative of the general public and public and private nonprofit and proprietary institutions of postsecondary education in the state, including community colleges, junior colleges, postsecondary vocational schools, area vocational schools, technical institutions, four-year institutions of higher education and branches thereof" (Education Amendments of 1972). The obvious problem with respect to lifelong learning is, of course, the absence of representation of the elementary-secondary schools and the noneducational institutions that constitute an important force in the provision of learning opportunities for adults including libraries, unions, corporate education programs, hospitals, community agencies and churches.

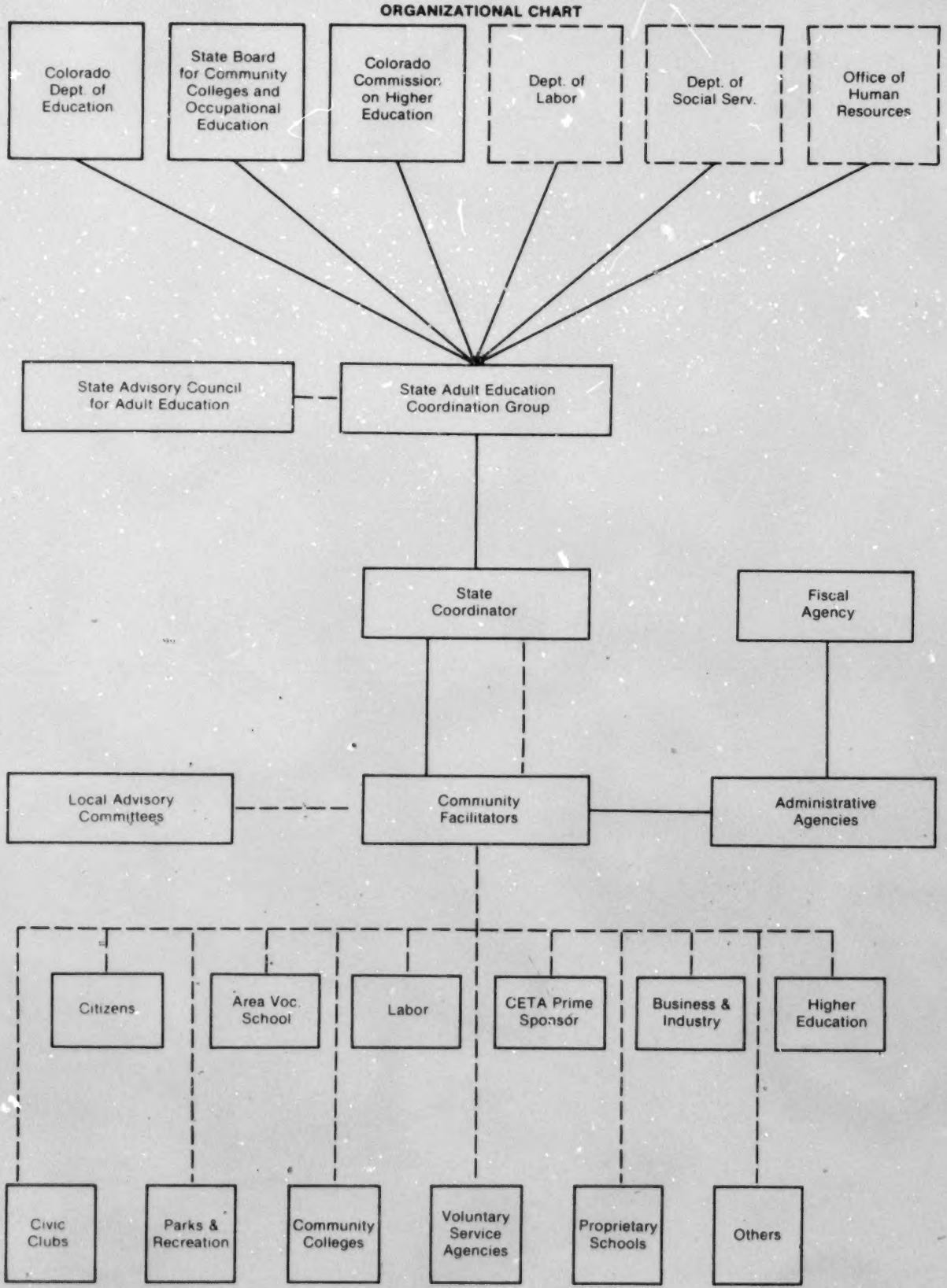
The result of this lack of coordination is that "the major obstacle confronting a comprehensive postsecondary education system has been identified by nearly all states as a lack of cooperation and coordination. Most of the states that are innovative in continuing education concede that it is impractical, if not impossible, to implement and administer progress at the state level."[11] Several reports developed by states on lifelong learning have dealt with, among other things, coordination requirements. The very act of data gathering in the course of developing these reports is certainly a form of coordination. One proposal, although it has not been adopted, for the coordination of lifelong learning in Colorado is presented on the next page to illustrate structure, scope and organization.

The state coordination problem is exacerbated by the lack of uniformity in federal support strategies. Though some of the federal dollars supporting adult learning opportunities flow through state agencies, a good part (perhaps the majority) flow directly to individuals or to institutions, greatly reducing the state leverage to promote coordination.

Community-level planning varies in its strength and formulation, but in some metropolitan areas it appears to be extremely effective. The Adult Education Council of Metropolitan Denver is a case in point. The only such organization existing on an independent, self supporting basis, the Denver council has 165 providers of adult learning opportunities among its membership, and these providers (both public and nonpublic, educational and noneducational) account for a very high percentage of all adult learning opportunities in the metropolitan Denver area. Information and resource identification are the major functions of the council, but through the public informa-

[11] Joseph C. Champagne, *Higher Education, Lifelong Learning and Community Service: A Profile of Action and Responsibility* (Houston, Tex.: Center for Human Resources, University of Houston, 1975).

ORGANIZATIONAL CHART



Source: John S. Brennan and Carmen R. Timiraos, *Analysis and Recommendation of the Colorado Adult Needs Assessment* (Denver, Colo.: State Department of Education, 1977)

tion service it also keeps members informed of one another's activities, thus maximizing cooperation and avoidance of duplication—certainly a prime coordination function.[12]

Councils such as the Denver one do not exist in all metropolitan areas, but are of great value for coordination because of their information function and because they may serve as the only mechanism for bringing together the public and nonpublic providers, which is not done by formal state-level structures. One additional mechanism, ad hoc coordinating structures, may be created by the planning requirements of federal programs. It is not known how extensive or how effective these activities are.

[12] Adult Education Council of Metropolitan Denver, *Annual Report* (Denver, Colo.: Adult Education Council, 1978.)

VII. WHY STATE PLANNING AND COORDINATION?

There is no comprehensive policy for integrated planning and coordinating strategy for the provision of learning opportunities for adults. But is any needed? The answer to this depends upon an understanding of the "system" that earlier was represented as being different from the systems providing elementary-secondary and formal postsecondary education. What are the major features of this system?

- Its open market character, which includes hundreds of thousands of providers from individual tutors to large university-based continuing education programs offering learning opportunities for adults in a range of modes at a variety of prices.

- Because this market is so open and complex, the consumer is reasonably powerful but has very important needs for information and, among low-income persons, for financial assistance.

- Unlike elementary-secondary education and somewhat unlike postsecondary education, the system of adult learning opportunities is characterized by enormous diversity with respect to size and type of providers, nature of instructional delivery and instructional staff, content of learning, the expectations and motivation of participants, the outcomes and formal rewards and so forth.

- It is not clear to what extent adult learning activities are subsidized. In public and private education institutions they are largely self supporting. However, the considerable amount of federal and organization (corporations, churches) subsidies for other kinds of adult learning activities suggest that the present level of subsidy across all adult learning activity may be relatively high, perhaps exceeding half of the total cost of all such activity, but this is speculation.

- There is a reasonably high level of competition for clientele, especially among the self-supporting activity, and this is bound to increase.

- There is undoubtedly a great deal of mobility among participants as they move among various providers of learning opportunities. Because much adult learning activity is not for degree credit, the barriers to mobility among providers are slight, creating considerable permeability among those institutions. Where degree credit is concerned, the mobility is, of course, considerably less.

Given the character and dimensions of lifelong learning as briefly described, what is the value of coordination and planning? It might be useful to look at some of the important planning and coordinating functions in order to see how these might stimulate a more effective and efficient system of learning opportunities for adults. The following are some of the beneficial outcomes that better coordination and planning could bring to lifelong learning.

1. *Setting goals.* Planning establishes formal process that allows decision makers to set goals for lifelong learning—that is, to establish the objectives of state policy and the priorities involved (ordering of both ends and means) in reaching them.

2. *Information for planning.* Planning requires data about the environment and about resources. The environment in which lifelong learning operates is complex and its scope is broad. Information is needed, especially on manpower requirements, the needs and interests of adult learners and the resources available to meet those needs.

3. *Information for consumers.* Some of this information, especially about resources, can be used to inform the consumer of the available opportunities for adult learning at the same time it is used to perform a coordinating function among providers.

4. *Analysis of complementation.* Perhaps the crucial coordinating function with respect to learning opportunities for adults is the identification of gaps and overlaps in the delivery system of providers. This becomes an extremely difficult task in the complex market of lifelong learning. Establishing criteria to determine when overlap becomes redundancy is difficult. Some studies conclude that real redundancy in the provision of adult learning opportunities is rare. Once identified, there is a question as to whether, in a largely free enterprise system, redundancy is a government concern. Nevertheless, it may be in the state's interest to seek as

comprehensive a system of opportunities as possible, with the greatest complementation among providers that can be achieved.

5. *Continuous planning.* In postsecondary education a continuous planning activity has begun to replace periodic comprehensive master planning. Continuous planning seems even more appropriate in relation to lifelong learning with its complex and volatile market activity. Needs are sometimes ephemeral and respond to situational demand.

6. *Resource allocation.* As we have seen, the system of adult learning opportunities is a mixture of governmentally approved, privately sponsored and client sponsored (self supporting). Thus, the government leverage on resource allocation is only partial. Still, the chosen governmental role may be to insure provisions of those opportunities that will not be supported adequately by the other market segments.

7. *Priority-setting.* In relation to resource allocation, state planning can identify priorities with respect to clients, activities (programs), institutions (roles), geographic locations and problem issues.

VIII. STATEWIDE ISSUES

State- and federal-level decision makers need to give thoughtful attention to a number of policy issues implicit in the foregoing discussions. Is a comprehensive lifelong learning policy feasible or desirable? The nature of the system, with its unusual mix of public, nonpublic organizational and individual funds, its multitude of providers and its organizational levels, makes completely comprehensive planning for lifelong learning virtually impossible and coordination difficult beyond the community level. There are practices in force, however, that constitute a kind of policy, and some planning and coordination must be achieved in order to maintain the effectiveness of these policies and to undertake new ones to insure that the system of lifelong learning is effective, efficient, equitable and of high quality.

Under the present system, planning is institutionally oriented. How can a shift be made to greater planning emphasis upon the consumer? As postsecondary education policies at the federal level moved to greater emphasis on funding students, they probably also acquired a greater sensitivity to consumer need and perspective. Policy makers need to look at similar implications with respect to lifelong learning.

What is the relationship to lifelong learning of state requirements on professional licensure and relicensure? The rise of adult part-time enrollment in colleges and universities results in part from increasing requirements for continuing education for professional relicensure. Since relicensure requirements are essentially state policies, state policy makers need to be aware of the relationship between such certification policies and lifelong learning.

How can state-federal relationships be strengthened? As state and federal policy makers work simultaneously on the development of lifelong learning policies, it is imperative that they communicate and cooperate in order to avoid policies that work at cross purposes.

Can adult learning activities outside of the formal educational system be incorporated into planning and coordination of lifelong learning? The present instruments for planning and coordination generally exclude the peripheral providers. Federal coordination efforts may experience difficulty in incorporating these interests in planning that concerns eligible providers of governmentally subsidized learning opportunities. Perhaps at the state level, and especially at the local level, the coordination structures could be most comprehensive in this respect. How should lifelong learning activities that are privately financed, as opposed to publicly financed, be accommodated in the planning and coordination of adult learning opportunities?

How can the market character of adult learning be protected as government activity in this area increases? As we have seen, the system of adult learning opportunities and activities constitutes a market. It is not entirely a free market because of the many governmental subsidies, extreme variation in the purchasing power of clients and the lack of perfect consumer information, but it is nonetheless extremely open. The market character of adult learning results in a highly effective and probably efficient system with some defects that are most likely susceptible to governmental coordination. Policies that remedy these defects without destroying the open market should be pursued.

How can adult learners with critical needs best be identified? The literature on lifelong learning indicates an overrepresentation of well-educated higher income persons in adult learning activities and underrepresentation of poorly educated low-income persons. Proposed and existing federal programs target the latter. Federal and state attention can be directed to the identification of disadvantaged groups, critical manpower needs involving adult training and the needs of institutions and agencies to insure maximum access.

How can governmental policies be developed to avoid assuming cost burdens now privately borne? One powerful feature of adult learning activity is the considerable quantity of such activities paid for by individuals or by private organizations. Policies of support simply shifting these costs from private to public sources would be poor policies. What is the relationship between lifelong learning policies and other broad social policies? One of the characteristics of lifelong learning is its interrelationship with other significant aspects of society and especially social changes—changes in work patterns, the utilization of leisure, recreation and demographic shifts. The possibility that these, as well as lifelong learning, will become the subject of comprehensive centralized planning

is remote. Nevertheless, educational policy makers must be cognizant of the social trends in these other areas, as well as the interrelationship between policies developed for lifelong learning and existing or proposed policies in these other areas.

Can there be too much lifelong learning? Learning is an activity that has no quantitative optimum. But formal schooling is not the same as learning, and governmental policies that encourage the latter must be careful not to overencourage the former. Policies that provide such inducements to pursue schooling as to draw adults from other valuable activities would be questionable.

What is the governmental interest in the maintenance or improvement of quality in the provision of learning opportunities for adults? Recent activity at state and federal levels to increase the monitoring and control of certain kinds of postsecondary institutions illustrates that as one moves further away from the formal educational core, the controls over the quality of learning activities weaken and vanish altogether. The maintenance of an open market, response to currently unmet needs and reasonable protection of educational consumers are objectives not easily reached in concert.

IX. FEDERAL ALTERNATIVES

Possible directions for federal action involve three areas—coordination and planning, support nd research.

A. Coordination and Planning

The need for increased coordination at federal and state levels is clear. The creation of reasonably coherent policies is required. The principal questions involve what kind of planning and coordination should take place and at what levels.

1. Federal level coordination. Unless we are moving towards a comprehensive and fully integrated set of policies with respect to lifelong learning at the federal level—and this seems unlikely—the emphasis should be upon coordination of federal programs. The difficulty of coordinating a large set of programs with different legislative authorization, different purposes and different funding patterns is obvious. At the very least, however, information sharing among programs and attempts to understand their interrelationships and their aggregate impact upon the provision of adult learning opportunities should be accomplished.

2. State level planning and coordination. Many states have undertaken studies of lifelong learning. Federal encouragement of this activity, through planning grants, would facilitate needs analysis, resource analysis, consumer information and other planning initiatives. Such activities could provide continuous support for both operational and policy development activities. State 1202 commissions, which now administer 1203 funds, have relatively major responsibility and relatively broad participation; they could receive and administer such planning funds.

3. The difficulty of state-level coordination has also been discussed. Federal planning support might include the basic funding necessary to establish broadly based coordinating efforts, perhaps starting with 1202 commissions.

4. Support for local coordinating efforts, especially in metropolitan areas, could be extremely valuable. Metropolitan adult education councils are proven mechanisms for development, planning information (among providers), consumer information, resource identification and needs analysis. They usually encompass a broader spectrum of adult learning providers than at the state level. Small planning grants available through federal funds and distributed by state agencies to local planning councils could facilitate one of the most effective and efficient coordination activities with respect to lifelong learning

5. More state-federal coordination appears warranted. Such coordination is most effective where funding flows through state agencies and where those agencies bring about state level coordination. This is currently not the norm.

B. Federal Support

The weak or nonexistent coordination and interrelationships among existing federal programs suggest that analysis of the objectives and accomplishments of these programs in relation to the provision of adult learning opportunities must precede any efforts to revise or augment them. The alternatives for such revision or augmentation are limited.

1. Analysis of current federal policies. A thorough look at the federal programs now supporting lifelong learning (activity being conducted concurrently with this analysis) is needed. The policy objectives, relationships among them and apparent levels of achievement under the present programs need to be known more clearly than they now are. While there is in fact a set of federal policies, the overall picture is not clearly and comprehensively articulated or understood.

2. In the long run, the expansion of present support to individuals would appear to be a federal strategy most consistent with the nature of the lifelong learning system. The policies developed under such initiatives would be based upon choices among several criteria: financial need, nature of activity, variety of eligible providers and level of administration. Federal entitlements have been proposed that would use a participating fund such as social security to deposit and disburse funds made available to all participating citizens on a periodic and limited basis throughout their lives.

Alternatively, a Basic Educational Opportunity Grants (BEOG) type program, or an expansion of BEOG to embrace more part-time students and a wider range of eligible learning

activities, would stress financial need as a determinant of eligibility, thus targeting people known to be underrepresented in adult learning activities. A BEOG-type program could add educational criteria (low educational attainment) to income criteria to determine eligibility, thus recognizing the strong correlation between previous education and participation in adult learning activities. A State Student Incentive Grant (SSIG) type program, or an expanded SSIG (making more students and providers eligible) would provide an element of state coordination and might also facilitate the targeting of educational costs (tuition and fees) rather than student maintenance costs, which would eliminate the welfare aspects present in BEOG for full-time low-income students and would emphasize cost of education subsidies for those unable to pay.

3. It seems likely that federal legislation will continue to support specific manpower training activities. This approach would seem to be less necessary if generalized support becomes available for individuals who wish to purchase learning opportunities. An alternative might be added subsidies through student aid to individuals enrolled in programs responding to critical manpower needs. One problem with subsidies for specific manpower training programs is that many of these flow from federal agencies to institutions, making state-level coordination difficult. Another problem is their tendency to remain active after their original purposes are accomplished.

4. Federal support for planning and coordination. This potentially valuable type of federal funding has been discussed above.

5. Models and exemplary program support. One of the implications of the present system of financing learning opportunities for adults is that the money available to support experimentation and new ventures is extremely limited. Self supporting programs tend to initiate safe bets or programs responding to external funds. The Fund for the Improvement of Postsecondary Education, which has in fact been quite interested in alternative models of learning activity, represents one strategy for the funding of new initiatives. The Community Service and Continuing Education Program, with its project competition approach, is also funding imaginative ventures. Increased federal sponsorship of new approaches to the provision of learning opportunities for adults would be valuable.

6. Direct noncategorical or broadly categorical grants to institutions have not been discussed much as a federal strategy for stimulating the provision of adult learning opportunities. The advantage of this type of support is that it can be used to insure the development of capabilities for certain kinds of activities that the market might otherwise not produce. The disadvantage is that subsidizing the development of additional capacity seems unwarranted as postsecondary education moves into an era of slack resources. Subsidizing new capability may create disincentives to reorienting existing capabilities to a greater responsiveness to adult needs.

7. One area of support that might facilitate an activity otherwise limited is the provision of funds for the training and retraining of adult educators. The federal and state commitment to the training of teachers of adults, compared to the commitment to the training of teachers of children, is minuscule. Yet the movement toward lifelong learning that has been discussed in this paper and copiously documented elsewhere may require a high degree of resourcefulness in producing a supply of adequately skilled, knowledgeable and sensitive adult educators.

C. Research

The current expenditures for research on lifelong learning and adult learning activities appear to be limited. Increased governmental and private philanthropic support is warranted. The interviews during the preparation of this paper demonstrated how little is known about the financing patterns involved in lifelong learning—how individuals pay for learning activities, the sources and proportion of revenues that pay for the cost (to providers) of lifelong learning activities and the magnitude and direction of government dollars that support in whole or in part the learning activity for adults. Also, comparatively little is known about the way in which adults learn and about the deeper aspects of adult learning activities such as motivation, selection, persistence and outcomes. The research support needed to develop rational and effective government policy is considerable. The expansion of research on postsecondary education appears to have provided information for policy makers. The same effort needs to be made on the more complex domain of adult learning.

These federal strategy choices do not fall neatly into the clear alternatives of subsidizing demand via individuals or subsidizing supply via institutions. But there is an element of that.

A disfavor for a general strategy of subsidizing supply is evident in this paper which describes an activity that takes place in a diverse and complex market. Subsidizing supply, especially in one kind of institution, may greatly disturb that market activity and cause shifts between self supporting and subsidized activity without expanding the total level of activities and without extending participation to underrepresented individuals. Essentially, a strategy is proposed of limited and targeted subsidies of demand via individuals, plus funding of support activities, such as coordination, training of adult educators and research and development, that will enhance the activity of the market in bringing about an efficient and effective array of adult learning activities in which both quality and equity are preserved.

X. CONCLUSION

This paper has provided background for a discussion of existing governmental arrangements, issues and possible courses of federal action in relation to lifelong learning. Clearly, there are unmet needs in the provision of learning opportunities for adults and in the access of adults to those opportunities. Equally clearly, lifelong learning does not simply describe what colleges and universities do in response to the prospect of dwindling enrollments. The movement is an authentic response to an altered understanding of the learning process, to technological developments, to shifts in the nature of work and styles of life and to increases in technical and other skill requirements for effective job performance. The development of an intelligent, adequate and effective response to this movement will require more time than will short-term responses to enrollment declines.

Some issues can be dealt with immediately. The provision of improved information and information networks can be accomplished right away, as can improved communication and coordination at both the state and local levels, and among providers of learning opportunities for adults. But a comprehensive policy will take years to develop adequately. Adequacy implies widespread consultation and thorough investigation of the complex issues involved. While much has been written on the subject, surprisingly little is known. Policies must be based upon an improved knowledge base, as well as upon an intensive scrutiny of that information by a wide range of interested persons—policy makers, grass roots providers of adult learning opportunities and adult learners themselves.

A final note: one aspect of knowledge about lifelong learning that is currently inadequate is the way in which assessment of the activity consistently underestimates its magnitude. It is possible that the gaps in resources or participation are dwarfed by the existing activity. If anything, existing resources will increase relative to demand as a result of slack resources in the fixed-cost system of formal postsecondary institutions as the traditional clientele diminishes. Under these conditions, a federal policy aimed at increasing the supply of adult learning opportunities may be quite harmful to the total system. This inference serves to emphasize the need for patience, caution and restraint in policy development with respect to lifelong learning.

APPENDIX A

FEDERAL PROGRAMS—ILLUSTRATIONS

The following federal programs have extraordinary significance for lifelong learning because of their emphasis upon the provision of learning opportunities for adults and because of their magnitude—all provide more than $50 million for the provision of educational and training opportunities for adults.

Program	Purpose	Remarks
Cooperative Extension Service	Provision of educational programs based upon local needs in the broad fields of (1) agricultural production and marketing, (2) rural development, (3) home economics and (4) youth development.	Grants are made directly to the land-grant institution (fiscal year 1976 appropriations $189.9 million), which through county extension service personnel provide educational and technical assistance to farmers, community organizations, homemakers and 4-H youth.
Department of Defense Professional Education	Career advancement	Fiscal year 1976 $361.2 million
Adult Education Grants to States	To support programs of adult public education to the level of completion of secondary school, with first priority given to basic literacy at the eighth grade level, and second priority to development of achievement at the twelfth grade level.	Funds allocated on formula basis, with 10 percent nonfederal matching requirement. Fiscal year 1976 funds $67.5 million.
Vocational Education Grants to States	For vocational education programs, cooperative vocational education programs and support such as placement activities.	Funds allocated on formula basis requiring 50/50 federal-state matching. States typically overmatch by 6/7 to 1. Fiscal year 1976 funds Basic Grants: $452 million with $130 million estimated for postsecondary and adult education (minimum of 15 percent is set aside for postsecondary education). In addition to Basic Grants, $41 million for consumer and homemaking; vocational education, $17 million for program improvement and supporting services (teacher training) and $20 million for special needs (disadvantaged persons); $2.4 million for training and development awards (through postsecondary institutions) for vocational education personnel; $7.6 million for vocational education personnel development—state systems.
Rehabilitation Services and Facilities (basic support)	To provide for rehabilitation services, indicating diagnosis, evaluation counseling, training and support, and placement, physical rehabilitation and other personal services to handicapped individuals, and facilities construction.	Fiscal year 1976 funds $720 million with an estimated $151 million for training. Much of the training activity for Rehabilitation Services is through individual purchase, for clients, at public and private educational and job training institutions. In addition to the basic support program, there are separate programs for Vocational Rehabilitation Services for

Program	Purpose	Remarks
		Social Security disability beneficiaries (fiscal year 1976 funding $96.2 million total, including $9.5 million training) and rehabilitation training (fiscal year 1976 funding $21.9 million).
Public Assistance State-Level Training	To train personnel for state and local agencies administering public assistance plans.	Fiscal year 1976 funding $64.9 million. State public assistance agencies and recipients.
Work Incentives Program	To reduce dependency on Aid to Families of Dependent Children (AFDC) grants of employable welfare recipients.	Funds go to state employment service agencies. Of fiscal year 1976 funding of $342.8 million, training component is estimated at $49.4 million. Training component is about half on-the-job training and half institutional training.
Comprehensive Employment and Training Act (CETA) Programs	Provision of job training.	Fiscal year 1976 funding $4,019 million, including Titles I, II, and IV training of about $253.2 million. About 5 percent of CETA funds go into vocational education through governor's special grants. Of the programmatic operation of CETA about one-third goes to purchase skill development, much of which takes place in classroom settings, contracted for by the CETA prime sponsor (state agency).
Civil Service Training	To train federal employees.	Fiscal year 1976 funding $237 million.
Veterans Education Assistance	Education payments for persons entering the service before January 1, 1977.	Fiscal year 1976 funding $5,028.8 million. Direct payments made to veterans individually.

In addition to these basic programs, there are other federal programs either not directed primarily at adults or, if directed at adults of smaller magnitude, that influence lifelong learning opportunities in the states.

1. National Institute of Education
2. Fund for the Improvement of Postsecondary Education
3. Community Education
4. Higher Education Cooperative Education
5. Community Service and Continuing Education grants to states and special projects
6. Student assistance programs:
   a. Basic Educational Opportunity Grants
   b. State Student Incentive Grants
   c. Work-Study
   d. Insured Loans
   e. National Direct Student Loans
   f. Supplementary Educational Opportunity Grants
7. Right to Read
8. Special programs for the aging, model projects
9. Indian education—adults
10. Community action
11. National Endowment for the Arts
12. National Endowment for the Humanities
13. Educational Information Centers
14. Library Services Program
15. Expansion of community college programs

Source: Office of Management and Budget, *Catalog of Federal Domestic Assistance* (Washington, D.C.: Office of the President, 1977).

APPENDIX B

STATE AND FEDERAL OFFICIALS INTERVIEWED

Federal and National Officials

Vern E. Bak
Program Officer, Vocational Education
U.S. Office of Education, Region VIII

Lloyd Davis
Executive Director
National University Extension Association

Paul Delker
Director, Division of Adult Education
Bureau of Occupational and Adult Education
U.S. Office of Education

John Donahue
Community Service and Continuing Education Branch
Bureau of Higher and Continuing Education
U.S. Office of Education

James R. Dorland
Executive Director
National Association for Public Continuing and Adult Education

Gary Eyre
Executive Director
National Advisory Council on Adult Education

Ermil W. Halbrook
Chief of Program Operations, Administration on Aging
U.S. Department of Health, Education and Welfare, Region VIII

Linda Hartsock
Executive Director
Adult Education Association of the United States of America

Edward Larsh
Director of Dissemination
U.S. Office of Education, Region VIII

Richard McCarthy
Associate Director
National Advisory Council on Extension and Continuing Education

Roy B. Minnis
Senior Program Officer, Adult Education
U.S. Office of Education, Region VIII

Oliver E. Schliemann
Assistant Regional Administrator, Employer and Training Division
U.S. Department of Labor

Jesse Ulin
National Advisory Council on Extension and Continuing Education

State Officials

Joseph Bard
Director, Office of Lifelong Learning
Pennsylvania Department of Education

Joe Brennan
Director of Adult Education
Colorado State Department of Education

G. Wayne Brown
Executive Director
Tennessee Higher Education Commission

Carrol E. Burchinal
Director
North Dakota State Board of Vocational Education

John J. Conard
Executive Officer
Kansas Board of Regents

Don Dunham
Assistant State Superintendent for Vocational and Technical Education
Maryland Department of Education

Phillip E. Frandson
Dean of University Extension
University of California, Los Angeles

William S. Fuller
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Rhode Island Department of Education

Timothy M. Grieder
Director of Outreach and Extension Programs
Colorado Commission on Higher Education

Wilbur Hurt
Director of Continuing Education
Coordinating Board, Texas College and University System

Sandra Cheldelin Inglis
Education Policy Fellow
Ohio Board of Regents

Howard Jordan, Jr.
Vice Chancellor for Services
Board of Regents of the University System of Georgia

Gene Kasper
Extension Officer and Title I Administrator
Kansas Board of Regents

William D. Kramer
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Indiana Commission for Higher Education

David B. Laird
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Kenneth B. O'Brien, Jr.
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California Postsecondary Education Commission

T. K. Olson
Executive Director
Oregon Educational Coordinating Commission

Betty Overfield
Director
Metropolitan Adult Education Council of Denver, Colorado

Mary Reiss
Director of Adult and Continuing Education
New York State Department of Education

Alan Rodehapper
Title I Director
University of North Carolina

Wilson Thiede
Provost for University Outreach
University of Wisconsin

Clifford M. Trump
Deputy Director for Academic Planning
Idaho Board of Education

Lowell Watts
State Director of Cooperative Extension
Colorado State University

Scholars

Stanley Grabowski
Chairman, Community College and Continuing Education
Boston University

Grace Healy
Syracuse University

Malcolm Knowles
Adult and Community College Education
North Carolina State University

Bernie Moore
University of Georgia

APPENDIX C

EDUCATION COMMISSION OF THE STATES AND LIFELONG LEARNING PROJECT OF THE OFFICE OF THE ASSISTANT SECRETARY FOR EDUCATION

Invitational Conference on
Lifelong Learning and Federal/State Relationships

October 27-28, 1977

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